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FIRST COUNTRY COOPERATION FRAMEWORK FOR TOGO (1998-2000)

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INTRODUCTION

1. This cooperation framework for Togo is the result of an extensive process of consultations which began in 1996 with the preparation of the country strategy note and continued in the context of the dialogue in connection with the sectoral consultations and the discussions that took place at the most recent annual review held in March 1997. It takes into consideration the orientation of the country strategy note, the framework economic policy document, the public investments programme, the national human development report and the national programmes on poverty elimination and capacity-building in the area of development management. The cooperation activities accepted in this document stem, on the one hand, from national priority development goals, strategies and programmes and, on the other hand, the role of UNDP in respect of technical cooperation, particularly in the promotion of sustainable human development, and the experience gained during the implementation of the previous programme.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

2. Since the early 1980s, the economy of Togo has been experiencing economic and financial difficulties; this has prompted the country to implement several structural adjustment programmes the results of which have been mixed. Between 1991 and 1993, Togo experienced a socio-economic crisis which brought the national production machinery almost to a standstill and led to a decline in all macroeconomic indicators: GDP fell by 23 per cent, the rate of indebtedness went from 68 per cent to 86.5 per cent and the public finance deficit increased from 2.92 per cent to 14.4 per cent. Following the devaluation of the CFA franc, the Togolese economy began to pick up gradually and for the past three years it has been growing (6.9 per cent in 1996, 7.4 per cent in 1995 and 13.4 per cent in 1994).

3. The deteriorating economic situation has also had an impact on the sustainable human development situation; in 1994, Togo, which is one of the least developed countries in Africa, had a per capita GNP of $320. The country ranks very low in terms of the human development index: 108th out of 130 (HDI value 0.354) in 1990; 145th out of 173 (0.218) in 1993; 140th out of 174 (0.409) in 1995; and 147th out of 175 (0.365) in 1996. According to a survey conducted in 1995, 72.2 per cent of the population are poor, of whom 57.4 per cent are extremely poor; poverty is greater in rural areas than in urban areas and is greater in the north than in the south; poverty is compounded by the expanding population; the annual population growth rate has increased from 2.7 per cent in 1975 to the present 3.2 per cent, greatly straining the health infrastructure. The latter has deteriorated greatly because of Togo's financial difficulties; the prevalence of infectious, parasitic and diarrhoeal diseases is great and the same is true of nutritional deficiency and sexually transmitted diseases; the prevalence of HIV/AIDS is estimated at about 5 per cent; the infant and maternal mortality rates remain high (86 per 1,000 and 476 per 100,000 respectively). The education sector is also experiencing difficulties; the school enrolment rate was 70 per cent in 1995, although in 1980, when it was still growing, it

had reached 72 per cent; 55.7 per cent of girls are enrolled as compared with 78.4 per cent of boys; among women, the illiteracy rate is 77 per cent compared with the national average of 48 per cent. Although they are very active in the informal sector, women are very poorly represented at the decision-making level despite their potential; in Government, only 10 per cent of management personnel are women and there is only one woman in Parliament and only one woman Minister.

4. The state of the environment is deteriorating rapidly under the combined effects of accelerated urbanization, soil depletion and deforestation (15,000 hectares are cleared of trees each year); pollution of underground waters, coastal erosion and inadequate sanitation and waste disposal services are further negative factors. These problems are further aggravated by the lack of any real environmental policy: the national environmental action plan which is currently being drawn up should remedy that situation.

5. Since 1993, the country has been evolving in a multiparty political context characterized by presidential and legislative elections, organized in 1993 and 1994 respectively, and by the existence of a press which has become freer; several democratic institutions have been created and are in the process of being installed (Constitutional Court, broadcasting regulatory authority, regulatory body for the magistracy, Revenue Court, High Court of Justice, Supreme Court).

6. In response to the population's aspirations for economic and social development, the Prime Minister, in his keynote address of September 1996, outlined the major thrusts of government action as follows: (1) to restore the macroeconomic and financial balance; (2) to revitalize development programmes so as to ensure sustainable and equitable economic development. The efforts to get public finances on a sound footing and to privatize public companies also have that same objective, as do the adjustment and economic recovery programme, the national capacity-building programme in the area of development management with its subprogramme in governance and the national poverty elimination programme - all of which have the backing of several outside partners. The programmes to promote adjustment in the financial sector and to support development of the private sector are currently being prepared. At the same time, in an effort to ensure sustained follow-up of the recommendations of the international summits in which Togo participated (the United Nations Conference on Environment and Development, the International Conference on Population and Development, the World Summit for Social Development and the Fourth World Conference on Women), the Government has decided to establish a coordination unit for this purpose which will be provided with sufficient human and material resources.

II. RESULTS AND LESSONS OF PAST COOPERATION

7. Because of the socio-economic difficulties Togo experienced during the period 1991-1993, the fifth country cooperation programme could not be approved. UNDP nonetheless continued its activities by successively extending the fourth programme and focusing on: (1) support for women's socio-economic activities, support for village groups and construction of rural infrastructure; (2) multisectoral assistance from the United Nations Volunteers for local development; (3) support for prospecting for minerals in order to identify new

job opportunities; (4) support for the Ministry of Planning; (5) support for the electoral process.

8. This cooperation has made it possible to develop community participation and improve people's living conditions, inter alia, in the savannah region; the project for support to village groups in the eastern savannah region (SOGVERS), carried out with the assistance of the United Nations Capital Development Fund (UNCDF), the country's small-scale livestock-raising project (PNPE), carried out with assistance from the Food and Agriculture Organization of the United Nations, and multisectoral assistance with the United Nations Volunteers have all helped contribute to reduce the impact of the crisis on the beneficiary population; agricultural production has remained at the same level in those areas and modest infrastructures have been established. The capacity of the administrative structures has been strengthened, making it possible for national staff to take an active part in the formulation and implementation of programmes and projects. At the same time, awareness-raising activities concerning sustainable human development have been carried out and the very first country report on sustainable human development was issued in 1995. With UNDP support, the Government was able to streamline its project portfolio in keeping with the programme approach and national execution and it began to prepare national management capacity-building poverty elimination programmes. Following the establishment of a programme and project programming, management and coordination unit, the national execution modality increased by some 30 per cent.

9. However, there are still some weaknesses which are reflected in the following: (i) delays in the formulation and implementation of programmes; (ii) a low rate of programme execution; (iii) inadequate participation by communities in the formulation and implementation of programmes; (iv) bureaucracy and red tape.

III. PROPOSED STRATEGY AND THEMATIC AREAS

10. The United Nations General Assembly in its resolutions 44/211, 47/199 and 50/120, and the Executive Board of UNDP in its decisions 94/14 and 95/22, defined the general context within which UNDP technical cooperation should take place. Aside from introducing the programme approach and the country strategy note and resorting increasingly to the national execution modality, these two bodies have defined the three fundamental goals that UNDP assistance should strive for, as being: (i) to strengthen international cooperation for sustainable human development, (ii) to help mobilize the United Nations system in favour of sustainable human development, (iii) to focus UNDP resources on the key aspects of sustainable human development, namely, elimination of poverty as a central priority; creation of jobs and sustainable livelihoods; advancement of women; environmental protection and renovation.

11. The thematic areas proposed for UNDP cooperation take into account both Togo's specific needs, in terms of dealing with increasing poverty, and the new mandate of UNDP. The new role assigned to UNDP stems from the comparative advantages the latter enjoys - assistance is provided in the form of grants, the assistance acts as catalyst, the approach is multisectoral and

interdisciplinary, there is access to the skills of the entire United Nations system, consideration of the regional dimension, experience in respect of identification of technical cooperation needs, mobilization of resources and coordination - and the Government plans to put these to good use during the execution of the programme. In that spirit and based on (i) national development goals, strategies and programmes, (ii) technical cooperation needs stemming from national development programmes, (iii) the role of UNDP and (iv) the lessons learned from past cooperation, it is proposed that efforts in the 1998-2000 programme should be focused on supporting the national poverty elimination and management capacity-building programmes.

A. Elimination of poverty

12. In order to provide a coherent, sustainable and effective response to poverty, which is becoming increasingly widespread, the Government, with UNDP assistance, formulated and, in 1996, adopted a national poverty elimination programme (PNLP) which targets three main areas: (i) job creation and raising the population's income level, (ii) increasing the supply of social services, (iii) strengthening the framework and accompanying measures so as to stabilize poverty. The Government's strategy is based on strengthening its system of programming public investment regionally and establishing a Regional Economic and Social Development Fund (FORDES) in order to finance activities which meet the necessary conditions.

13. UNDP cooperation is in line with the goals which the Government is pursuing at the level of the three components of the PNLP, and will be provided in synergy with the agencies of the United Nations system in the spirit of the implementation of the United Nations System-wide Special Initiative on Africa.

14. Income-generating activities for the population. UNDP assistance will focus on activities that will expand people's prospects by encouraging them to participate in development and providing them with livelihoods; thus, bearing in mind the lessons learned from past cooperation, UNDP assistance will be provided in the following areas: (i) support for village groups and for women's activities in the savannah region; (ii) support for small-scale livestock-raising. In addition, UNDP assistance will target the following elements involving both urban and rural areas: (i) support for the establishment and operation of FORDES, (ii) development of works of public utility and creation of jobs close to home with the support of the International Labour Office and the United Nations Centre for Human Settlements (Habitat), (iii) support for the promotion of handicrafts and mining, (iv) rehabilitation of basic socio-economic infrastructures (country roads, schools, dispensaries and so forth) in partnership with UNCDF, (v) support for the development of community activities.

15. Increasing the supply of social services to poor populations. UNDP assistance in this area will seek to facilitate access by the population to basic social services and will cover the following aspects: (i) continuation and strengthening of support for the efforts to combat AIDS within the context of the United Nations Programme on HIV and AIDS (UNAIDS), (ii) support for improving the health and nutritional situation, (iii) support for improving the drinking water supply, environmental sanitation and housing conditions,

(iv) strengthening basic education and literacy, particularly among young girls and women.

16. Strengthening of institutional capacity to monitor and assess poverty elimination programmes and strategies. UNDP support is geared towards building national capacity to self-test, implement, monitor and assess strategies and activities that will attract support for efforts to eliminate poverty. The main areas of action are as follows: (i) support for the establishment of a centre to monitor living conditions, (ii) support for the preparation and implementation of specific programmes: micro-projects, labour-intensive work, management of village lands, (iii) support for the preparation of appropriate strategies based on the successful experience of other developing countries.

17. UNDP cooperation in efforts to eliminate poverty is expected to have the following impact: raise the income of the poorest groups; increase the production of food crops and livestock-raising of species with a short life cycle; develop micro-projects at the local level; improve the population's living conditions, including in rural areas (hygiene, health, education); strengthen the capacity of communities, non-governmental organizations and decentralized administrations to efficiently manage planned poverty elimination activities; mobilize civil society and encourage it to participate in activities prepared and carried out at the local level; develop a national volunteer service in support of local communities; create national capacity to monitor and assess poverty reduction programmes.

B. Strengthening of national capacity in the area of development management

18. In 1996, the Government decided to undertake a series of actions intended to provide Togo with the necessary capacity to enable it to manage the national development process efficiently. This programme hinges on two elements (namely, institutional capacity-building in respect of governance and development management) and seeks to achieve the following goals: (i) to modernize the administration, (ii) to strengthen the planning and programming process, (iii) to strengthen the management of public finances, (iv) to strengthen devolution and decentralization and (v) to strengthen the rule of law and democracy.

19. UNDP assistance will be provided to all central, decentralized, regional and local institutions responsible for managing the development process, as well as institutions responsible for promoting the rule of law and democracy, and it will seek to restore and strengthen national capacities in the following thematic areas:

20. Participatory and decentralized management of the development process. UNDP will assist in the preparation and implementation of the national decentralization policy and will support the following objectives: (i) elaboration of regional and national development plans, (ii) revitalization of the regional and local planning committees, which include all the partners associated in the development of the regions and towns concerned, (iii) establishment and operationalization of local planning units,

(iv) strengthening of the capacities of grass-roots organizations,
(v) preparation of regional public investment programmes.

21. Strategic planning and development management. UNDP assistance will focus essentially on the following points, making it possible to reconcile the short-term needs with the need for a longer-term vision in the management of the development process: (i) methodological support for the preparation of national long-term perspective studies (NLTPS), (ii) establishment of a computerized system of economic and financial decisions which will help strengthen economic governance, (iii) support for the strengthening of investment planning and programming mechanisms, methods and macroeconomic analytical tools, (iv) improvement of methods and procedures for the management of public spending, (v) strengthening of structures responsible for the mobilization, programming and monitoring of government revenue and expenditure, (vi) improvement of debt management, (vii) support for the establishment of a sustainable development network linked to the Internet. In addition, UNDP will support the Government's efforts in the preparation of consultations and the dialogue with development partners; in this context the national capacities will be strengthened in the following areas: (i) formulation of strategies, policies and programmes for the development of the private sector, (ii) organization and planning of national economic days, of the round-table meeting and of sectional consultations, (iii) mobilization and coordination of assistance, follow-up of donor conference activities, (iv) strengthening of partnership with the non-governmental organizations.

22. Governance/strengthening of the rule of law and of democracy. UNDP support will help strengthen the social dialogue and the roots of democracy and the rule of law, and will be centred on the following areas: (i) reorganization of the administration and introduction of new management tools in keeping with the State's new role; (ii) training of elected officials and support and improvement of the work of members of parliament in order to enhance their effectiveness; training of parliamentary and executive staff; support for the operation of the newly established constitutional judicial institutions; support for the formation, strengthening and reorganization of basic institutions and non-governmental organizations; (iii) support and encouragement of efforts to mobilize civil society and have it participate in the decision-making process; support for professionalization of the media; support for the establishment of a structure responsible for civic training; support for the preparation of civic education handbooks.

23. The expected overall impact of UNDP support in the area of strengthening of development management capacity will be as follows: advent of an administration that is more in touch with the people and that provides quality services to users; strengthening of development planning and programming capacities; improvement of macroeconomic management thanks to a greater flow of information; better coordination of external aid and increased absorptive capacity; internalization of the concepts, methods and practices of development; operational plans to encourage and assist the private sector; strengthening of the social dialogue and mobilization of all people working, at the national level, for development.

IV. MANAGEMENT ARRANGEMENTS

24. Programme implementation will be guided by the following principles: (i) the programme approach: the two national programmes already formulated will serve as context for UNDP activities. Thus, in addition to the direct support already identified in the programmes concerned, UNDP will support and sustain the formulation and implementation of certain specific subprogrammes, such as those relating to good governance and work of public utility; (ii) national execution: in view of the experience acquired in this area, the Government had established, by decree, a coordinating committee responsible for supervising and monitoring programme execution and seeing to the achievement of objectives, and a management unit responsible for the programming and execution of programme activities; these structures, which are in the process of being established, will be provided with sufficient human and material resources so as to ensure the success of activities conducted within the context of the programmes.

25. It has also been decided to make greater use of national expertise including that of the non-governmental organizations, chambers of commerce, universities and communities at all stages of national execution. The use of United Nations volunteers will be further encouraged and the TOKTEN system will be introduced, as will a national volunteer service. The specialized agencies of the United Nations system will be asked to lend their skills and expertise, for specific purposes, for the benefit of the programme; the Department of Development Support and Management Services (DDSMS), the Office for Project Services (OPS), UNESCO, the International Labour Office, the United Nations Industrial Development Organization, UNCTAD and FAO have already made their contributions.

26. The programme will be monitored continuously so as to ensure the quality of the expected products. Accordingly, there are plans to review the programme annually, half-way through and upon completion; each of these reviews will be supported by an evaluation report which will consider all aspects of programme execution and management - substantive, financial, administrative and so forth. The views of the relevant departments at UNDP headquarters will be sought on these various issues.

27. With regard to the financing of the programme, the table annexed hereto gives an indication of the amounts set aside for programming, taking into account the resources allocated in the context of the new TRAC 1 and TRAC 2 mechanisms and estimates of what resources could be mobilized. Continued efforts will be made in order to increase the level of resources that could be obtained from funds and mechanisms such as the Management Development and Governance Division (MDGD), the United Nations Development Fund for Women (UNIFEM), the Global Environment Facility (GEF), technical cooperation among developing countries (TCDC) and the United Nations Capital Development Fund (UNCDF); regional funds for governance, poverty and the private sector will also be used. In addition, UNDP support for the poverty elimination programme will be strengthened by the assistance of UNICEF and UNFPA which will target elements of the United Nations System-wide Special Initiative on Africa within the context of multisectoral assistance also involving the other agencies of the system; this is one stage towards the harmonization of programmes, which will be the subject of a seminar scheduled for the last quarter of 1997.

28. Given the orientation of external assistance to Togo in recent years and the consensus obtained on the thrusts of these programmes, the two programmes look promising in terms of resource mobilization. UNDP will support the Government's efforts to raise awareness among the development partners so as to turn interest into actual resources; to that end parallel with the preparation of the general round-table meeting, steps have been taken to initiate the sectoral consultations on the private sector and to mobilize the NGOs.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR TOGO (1998-2000)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	1 725	
TRAC 1.1.1	5 660	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
Other funds	400	Technical cooperation among developing countries
SPPD/STS	554	
Subtotal	8 339[a]	
NON-CORE FUNDS		
Government cost-sharing	49	
Sustainable development funds	600	
Third-party cost-sharing	7 500	
Funds, trust funds and other MDGD UNIFEM PSI UNCDF	5 258 including: 108 500 150 4 500	
Subtotal	13 407	
GRAND TOTAL	21 746	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: IPF = indicative planning figure; PSI = Poverty Strategy Initiative; SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignment from the core.